



### **Narrative Information Sheet: Bell County Brownfield Coalition**

1. **Applicant Identification:** The State of Kentucky's Bell County, the City of Middlesboro, and the nonprofit Middlesboro Main Street (MMS) have established the Bell County Brownfield Coalition, which requests consideration of the following EPA Assessment Grant proposal. MMS is the lead applicant, with an address of 2008 Cumberland Avenue, Middlesboro, Kentucky 40965.
2. **Funding Requested:**
  - a. **Assessment Grant Type:** Community-wide
  - b. **Federal Funds Requested:**
    - i. \$500,000
    - ii. The Bell County Brownfield Coalition is applying for a Coalition Assessment Grant; therefore this section is not applicable.
  - c. **Contamination:** Hazardous Substances (\$325,000) and Petroleum (\$175,000)
3. **Location:** Bell County of Kentucky
4. **Property Information for Site-Specific Proposals:** The Bell County Brownfield Coalition is applying for a Coalition Assessment Grant; therefore, this section is not applicable.
5. **Contacts:**
  - a. **Project Director:** Ms. Emily Ayers, the Director of MMS will serve as the Project Director for this proposal. Ms. Ayer's contact information is as follows: Phone: (606) 248-2482, Email: downtownmiddlesboro@gmail.com, mailing address: 2215 Cumberland Avenue, Middlesboro, Kentucky 40965
  - b. **Highest Ranking Elected Official:** Ms. Emily Ayers, the Director of MMS is also the highest-ranking executive official. Ms. Ayer's contact information is as follows: Phone: (606) 248-2482, Email: downtownmiddlesboro@gmail.com, mailing address: 2215 Cumberland Avenue, Middlesboro, Kentucky 40965
6. **Population:** The 2018 estimated population of Bell County, Kentucky is 26,569 (American Community Survey (ACS)).
7. **Other Factors Checklist:**

<b>Other Factors</b>	<b>Page #</b>
Community population is 10,000 or less.	1
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	
The priority brownfield site(s) is impacted by mine-scarred land.	
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	2
The priority site(s) is in a federally designated flood plain.	2
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or any energy efficiency improvement projects.	
30% or more of the overall project budget will be spent on eligible reuse planning activities for priority brownfield site(s) within the target area.	



8. **Letter from the State or Tribal Environmental Authority:** A letter of support from Mr. Eric Eisiminger, the Brownfield Coordinator of the Kentucky Department of Environmental Protection is included as an attachment to this application.



## ENERGY AND ENVIRONMENT CABINET

**Matthew G. Bevin**  
Governor

**DEPARTMENT FOR ENVIRONMENTAL PROTECTION**  
**DIVISION OF COMPLIANCE ASSISTANCE**

**Charles G. Snaveley**  
Secretary

300 SOWER BOULEVARD  
FRANKFORT, KENTUCKY 40601  
[www.dep.ky.gov](http://www.dep.ky.gov)

November 20, 2019

Ms. Emily Ayers, Executive Director  
Middlesboro Main Street  
2215 Cumberland Ave  
Middlesboro, KY 40965

Re: Kentucky Letter of Support for a Brownfield Grant Application

Dear Ms. Ayers:

The Kentucky Department for Environmental Protection (DEP) is supportive of, and committed to, the work of Middlesboro Main Street, in partnership with the City of Middlesboro, KY, to identify and address brownfield sites in the community. DEP is the state agency charged by the legislature with the responsibility of implementing the Kentucky equivalent of the federal Superfund program, and as such, is an essential component of any attempt to address brownfields redevelopment. We support Middlesboro Main Street's application for a Brownfield Assessment Grant for the sites defined in Middlesboro, KY and look forward to continuing our work with Middlesboro Main Street on this important issue.

Sincerely,

A handwritten signature in cursive script that reads "Eric Eisiminger".

Eric Eisiminger  
Brownfield Coordinator

EE:ee

ec: Christoph Uhlenbruch, Division of Waste Management  
Chase Whitis, Division of Waste Management, London Regional Office

## 1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

### a. Target Area and Brownfields

#### i. Background and Description of Target Area

The State of Kentucky's Bell County, the City of Middlesboro, and the nonprofit Middlesboro Main Street (MMS) have come together to form the Bell County Brownfield Coalition (BCBC). MMS, a 501(c)3 non-profit organization founded in 2006, works to spearhead revitalization of the Middlesboro downtown area. Middlesboro and MMS worked together to create the Strategic Development Plan for Middlesboro. Under this plan, the City of Middlesboro successfully leveraged an Environmental Protection Agency (EPA) Area-Wide Planning (AWP) Grant and a Cleanup Grant in 2017. Now, Bell County joins the City of Middlesboro and MMS in a Coalition to continue comprehensive redevelopment efforts. Including the County in this effort will provide the Coalition with an opportunity to incorporate additional populations, brownfields, and programmatic capabilities that otherwise wouldn't be available or be manageable without the Coalition. Due to the County-wide nature of the target areas and required planning to bring projects to fruition, the Bell County Brownfield Coalition is applying for a \$500,000 Coalition Assessment Grant.

The Bell County Brownfield Coalition sits at the southeastern corner of Kentucky, where the state meets Tennessee and Virginia at the famed Cumberland Gap. With an area of 361 square miles, Bell County is home to approximately 27,500 residents. Two official cities and 37 unincorporated towns dot across the mountainous County. The natural wilderness is home to the Cumberland Gap National Park Kentucky Ridge State Forest. Beneath the mountain ridges, coal is plentiful and has served as regional economic driver throughout the decades. Despite access to a bounty of raw materials and scenic vistas, a long-term reliance on the ever-shrinking coal and textile industries has failed to support residential and economic needs. Between 1990 and 2016, more than 21,000 people lost their jobs in Kentucky's eastern coalfields; a decline of 84%<sup>1</sup>. In a downfall remarkably similar to the one that devastated the coal industry, eastern Kentucky's second most prosperous industry, textile manufacturing, took a nosedive. Today, the unemployment rate is twice that of the national average (American Community Survey (ACS)) Since 2010, Bell County has witnessed 5% of the population leave as workers from both industries have moved elsewhere in search of viable employment opportunities (US Census).

The loss of jobs, population drop, and need to diversify the local economy have driven the focus of this assessment application and goals of the Coalition. The Coalition has developed a brownfield inventory which pin points relics of the coal and textile industries located within two distinct Bell County communities: Middlesboro and Pineville, thus the target areas. With a population of just above 9,000 people, Middlesboro is the largest City in Southeastern Kentucky. Located entirely within a meteor crater, the City is prone to flooding events. Limited funds have caused ongoing water damage remediation to be prioritized over brownfields, which has become evident by the growing number of abandoned properties. The second largest City in the County is Pineville, with a population of only 1,700 residents (ACS). Located 13 miles north of Middlesboro, Pineville is one of the oldest settlements in the state, yet has one of the highest unemployment rates at 16.1% (ACS). Additionally, over half of the population lives in poverty (ACS). The Coalition seeks to transform the economic landscape by nurturing eco-tourism as a resource capable of supporting its population by ways of employment, well-being, and health.

#### ii. Description of the Priority Brownfield Site(s)

The Coalition has identified 81 potential Hazardous Substances and Petroleum properties. Of these brownfields, three historic buildings have been selected as priority sites which include 1) the Elastic Webbing Factory, 2) Jaycee Park Theater, and 3) the Bunny Bread Bakery. The Coalition believes the properties have the largest impact and greatest potential for redevelopment. **Elastic Webbing Factory (Census Tract 9607):** Located at the corner of 17th Street and Cumberland Avenue, this textile mill is just outside of Middlesboro's Downtown Opportunity Zone. The Coalition considers the Factory as a priority site because it is positioned along a major downtown gateway and thoroughly planned for within Middlesboro's AWP. Constructed in 1915, the brick building sits on half an acre and spans just over 31,000 square feet. The privately-owned building is only 5% utilized, but the owners are looking to partner with the County for the sale and redevelopment. Pollutants from textile mills include Volatile

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<sup>1</sup> <http://www.kentucky.com/news/state/article57684253.html>

Organic Compounds (VOCs) from dyes and degreasers used on machinery. A chimney on the property increases the likelihood of the presence of Polycyclic Aromatic Hydrocarbon (PAHs) and heavy metals associated with the former use of coal to heat the property. Ash and coal may be buried on site, causing surficial soil contamination. Additionally, as the Factory is located directly next to a train track, Semi-volatile Organic Compounds (SVOCs) include diesel fuel (also a PAH) and additional herbicides used to suppress weed growth on the railroad tracks could be present. The entirety of the property is within a designated flood zone, allowing the identified contaminants to wash into the local watershed, harming wildlife and jeopardizing potential drinking water for nearby communities. Within a one-mile radius of the property, almost 60% of the residents are considered low-income (EPA's Environmental Justice Screen (EJ Screen)). **Jaycee Park Theater (Census Tract 9606):** Opened in 1948, the Park Theater operated until the early 1980's and has sat vacant since. Located in Middlesboro's Downtown Opportunity Zone, the Theater is situated on 20<sup>th</sup> Street, just one block south from the City's main corridor. The privately-owned theater is targeted through a strategic public-private partnership for the sale and redevelopment. The single screen movie theater is 13,000 square feet and the exterior is in remarkably good condition. Due to the date of construction, Lead Base Paint (LBP) and Asbestos Containing Material (ACM) are likely present, both of which pose health concerns. A multitude of public buildings surround the site, including a church, grade school, and public library. Private residences are located less than 300 feet from the Theater, and it should be noted 60% of residents within a 1-mile radius are considered low income (EJ Screen). Because of its centralized, residential location, the vacant building is a safety hazard for curious young children and adults alike tempted to explore the property. The Theater cannot be reopened to the public until these contaminants have been addressed. **Bunny Bread Bakery (Census Tract 9602):** Situated in Pineville on the Northern bank of the Cumberland River is the Bunny Bread Bakery. According to Bell County assessing, the construction date is unknown. The historic building is in very poor condition. The unsecured building is currently a public safety hazard to curious explorers. The Bakery foreclosed in the early 1990's, and the city later took ownership of the property. About 100 feet North of the Bakery is a railroad spur that is currently used to haul coal from a local mine. Coal fallen from train cars has the potential to leach heavy metals into the soil and the railroad track itself possess SVOCs and PAHs risks (which are discussed in the Elastic Webbing Factory railway section). All of these contaminants could easily be swept in the Cumberland River in the occurrence of heavy rainfall or flooding, compromising aquatic health. The Bakery is considered a priority site because it is a City-owned safety hazard located along Pineville's downtown gateway.

#### **b. Revitalization of the Target Area**

##### **i. Redevelopment Strategy and Alignment with Revitalization Plans**

Extensive visioning for Middlesboro has been recorded in their AWP. The document highlights Middlesboro's plan to redevelop brownfields in and near the Downtown to connect the City center with the Cumberland Gap Park. The downtown **Elastic Webbing Factory** is featured within the AWP as one of five sites capable of increasing connectivity once redeveloped. Post-assessment, Middlesboro plans to create a mixed-use space, with the first floor to be occupied by two retail tenants; an eco-friendly gift shop and a boutique coffee shop. Prepackaged wraps and sandwiches, as well as pastries and deserts would be available as quick grab-and-go options for the busy traveler. A modest selection of books, CDs, and records would line the walls, available for purchase. The remaining portion of the first floor will serve as a meeting space for community events. Upstairs will be occupied by a recreational outfitter. Carrying a broad range of outdoor clothing, hiking, camping, and fishing equipment, the store would appeal to both local residents and regional tourists. A buy, sell, or trade program would encourage patrons to exercise sustainable purchasing habits. Also located in central downtown, the **Jaycee Park Theater** redevelopment has been the topic of talk for years now, but with no real action taken. An environmental assessment and a hazardous materials survey would be the catalyst to making these plans a reality. Post cleanup and abatement, the Theater will undergo interior renovations which would be sourced as a loan for additional leveraging. The original brick exterior as well as unique hardware will remain in place. Middlesboro is also considering placing the building on the National Register of Historic Places to preserve the Theater. The facility will prove to be a hit among tourists looking to wind down after spending time in the great outdoors as well as a new gathering place for locals. The City of Pineville's Strategic Plan outlines redevelopment plans relevant to becoming a gateway to the soon-to-open Appalachian Wildlife Center. Because some 850,000 yearly visitors are predicted to travel through the area on their way to the Center, Pineville has initiated numerous place-making ventures by

addressing brownfields along important corridors, to redirect tourists into the City. Once within Pineville, tourists will be able stop and appreciate the various goods and services available for purchase. One such brownfield, the **Bunny Bread Bakery**, will undergo a hazardous materials survey prior to being demolished. An environmental assessment will then be performed. The Coalition has identified the site as a prime location to develop a restaurant and event space, planning is intended to be completed to determine viability of the proposed use, identify funding mechanisms, and explore alternative uses. The study will also be used as an opportunity to garner public input on what development they feel would best suit the property.

## **ii. Outcomes and Benefits of Redevelopment Strategy**

Completion of environmental assessments at multiple brownfield sites throughout the County will promote redevelopment of underutilized and contaminated properties, thus guiding the County's growth while protecting sensitive populations and preserving mountainous landscapes. Post-assessment, Bell County will become more tourist-friendly. Middlesboro and Pineville will become more than routes to cultural attractions, but rather destinations in themselves. While in town, visitors will be encouraged to eat, lodge, and shop. It is estimated downtown Middlesboro is capable of capturing \$26 million dollars post redevelopment. The money spent at these businesses will in turn, be circulated locally, boosting and diversifying local economies, providing new healthcare, employment, and retail accommodations. Each priority site has been carefully selected with consideration to create successful and self-sustaining businesses that are capable of generating prosperity on the County level. Specifically, the AWP has estimated 26 new employment opportunities will result from repurposing the Webbing Factory as a retail space. Located within the Downtown Opportunity Zone, the Theater will be granted tax breaks. Both successful Middlesboro sites will spark additional redevelopment within the Opportunity Zone as commercial store infill the downtown, further spurring economic growth within the Zone. As for the Park Theater, it is estimated approximately 4 employees will be required for daily operation. The Bunny Bread Bakery, repurposed as a restaurant, will require on average 1 staff member per 567 square feet (EIA). According to this statistic, the 11,000 square foot building will require approximately 20 floor staff. In total, the redevelopment of these properties estimates the creation of 50 job opportunities. Furthermore, cleanup of the priority sites will eliminate potential health hazards stemming from contaminants such as VOCs, PAHs, SVOCs, LBP, friable asbestos, and heavy metals, all of which are toxic on the human and environmental level.

## **c. Strategy for Leveraging Resources**

### **i. Resources Needed for Site Reuse**

The Coalition will apply on behalf of or in partnership with a municipal entity and/or developer to a variety of state and federally leveraged funds. These additional funds will be used towards further assessment, remediation, and revitalization including future EPA cleanup grants and the incentives included in the table below.

<b>Source</b>	<b>Purpose/Role (Assessment/Remediation/Reuse)</b>
The Better Utilizing Investments to Leverage Development (BUILD) Act	<b>Reuse:</b> Middlesboro is requesting \$11 million from the Department of Transportation to improve infrastructure within the downtown area discussed in the AWP. With a 0% match, this funding will revitalize downtown, increasing accessibility and walkability to both Middlesboro priority sites.
Kentucky Brownfield Redevelopment and Reuse Program	<b>Remediation:</b> Kentucky's Brownfield Redevelopment and Reuse Program operates a Brownfield Revolving Loan Fund program which provides sub-grants to local governments and non-profits and loans to local governments, non-profits, and the private sector for cleanup activities associated with brownfield redevelopment. Grants range from \$35,000 to \$140,000; loans will be made with no to low interest based on the entity applying. All three priority sites would benefit from this program.
Tax Increment Financing (TIF)	<b>Reuse:</b> Kentucky Economic Development Financing Authority (KEDFA)'s TIF is designed to channel funding toward public improvements in distressed or underdeveloped areas where development would not otherwise occur. This funding could be used to improve sidewalks, curbs, and parking surfaces. The amount of



	revenue varies based upon the amount of investment in the area. All three priority sites would benefit from this program.
Appalachian Regional Commission (ARC)	<b>Remediation:</b> ARC is a federal-state partnership that strives to provide the people of Appalachia with increased standards of well-being by stimulating economic growth. The POWER (Partnerships for Opportunity and Workforce and Economic Revitalization) Initiative has invested \$120 million in Appalachia's coal-impacted communities through 149 grants. The Initiative has created or retained almost 14,000 jobs, leveraged an additional \$403 million, and has prepared thousands of workers and students for a variety of in-demand jobs, creating a strong economic future for Appalachia. The POWER Initiative would be used to train community members in remediation and entrepreneurial skills. All three priority sites would benefit from this program.
Community Development Block Grant (CDBG)	<b>Reuse:</b> The Commonwealth of Kentucky's Department for Local Government offers a block grant to facilitate necessary building demolition, sidewalk, road, and lighting, etc. improvements along public right of ways that support future development. All three priority sites would benefit from this program, but the Bunny Bread Bakery, specifically would use funds to demolish the structure on site.

## ii. Use of Existing Infrastructure

The Coalition will utilize current municipal infrastructure wherever possible in order to prioritize pressing infrastructure needs. All sites have water, sewer, and electrical infrastructure in place. Sidewalks for Middlesboro's priority sites will also be leveraged through BUILD Act funding.

## 2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

### a. Community Need

#### i. The Community's Need for Funding

Since 2010, Kentucky coal mine related employment has dropped 62% (eec.ky.gov). Across the County unemployment is almost twice as high as the national rate (9.0% vs 4.7%). Forced to leave the County for work opportunities, the population has fallen by 5% since 2000, a downward trend which began in the 1950's (U.S. Bicentennial Census). Dwindling populations combined with the rural landscape dotted by brownfields has suppressed property values, taxes from which communities such as Middlesboro and Pineville rely on. Property taxes, rather than income and sales tax revenue, are collected, which has resulted in small revenue bases. Stifled operating budgets are spread thin throughout the County to cover the needs of the sparsely populated communities over greater distances. Bell County's population per square mile is only 76 people, 30% less than the state's average population density (ACS). The County is also designated by the Appalachian Regional Commission as economically distressed, ranking in the top 10% worst counties in the nation. Middlesboro's budget continues to be hampered by the 2017 flooding event. MMS itself is a nonprofit primarily funded by donation. Local donations are rather sparse, considering some parts of Middlesboro earn just \$16,400 annually (ACS). In order to grow the economy, the Bell County Brownfield Coalition was established to extend brownfield program opportunities into the County's rural communities.

#### ii. Threats to Sensitive Populations

##### (1) Health or Welfare of Sensitive Populations

Children, low-income, and mentally ill populations have been identified as sensitive populations most affected by the County's brownfields.

Source: ACS			
Target Area	Webbing Factory; CT 9607	Park Theater; CT 9606	Bunny Bakery; CT 9602
Children in Poverty	46.4%	76.1%	50.8%
Median Household Income	\$30,043	\$16,443	\$21,479

As health begins early in life, infant statistics effectively represent the Region's overall health. Bell County's infant mortality rate is 6.7 per 1,000 live births which is nearly 14% higher than the national rate (Kids Count). Furthermore, the State of Kentucky experiences a 11.1% pre-term birth rate,

indicating a “D” grade by the March of Dimes. The County also exhibits elevated concentrations of children living in poverty (ACS). **Almost 50% of all Bell County children experience poverty, with some areas experiencing rates as high as 75% (ACS).** Bell County has experienced persistent poverty, where 20% or more of the population lived in poverty for at least 30 years and in 2017, approximately 4 out of every 10 citizens lives in poverty (ACS). Thus, prohibitive costs often force low income families to go without necessary healthcare; almost 13% of the County’s population lives without health insurance (ACS). Harsh economic conditions combined with a critical lack of social services has created an opiate crisis throughout much of rural Appalachia, Kentucky included. Appalachia experiences higher rates of mental health diagnoses for serious psychological distress and major depressive disorder, which is consistent with discharge data that shows more co-occurring substance abuse and mental health problems than the rest of the country. The epidemic is very present in Eastern Kentucky. In Bell County, the rate of drug overdose deaths is 55 per 100,000 people which is more than 4 times higher than the national rate (National Institute on Drug Abuse (NIH)). Redevelopment following a successful assessment will boost the economy and provide communities with financial resources to care for sensitive populations.

### **(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions**

In 2014, the New York Times identified Eastern Kentucky as the “hardest place to live in America”. This identification was based on education, median household income, unemployment rate, disability rate, life expectancy and obesity. Bell County is classified as one of Kentucky’s worst counties in reported quality of life, health outcomes, and health factors, ranking 118, 117, and 115, out of 120 counties, respectively (CHR). Premature deaths are also ranked higher than average (CHR). Among the most common preventable conditions resulting in premature death in Kentucky are obesity-related conditions. The most common killer is heart disease, followed by cancer at number two<sup>2</sup>. One of the most prevalent cancers in Kentucky is lung and bronchus. The state has a rate of diagnoses 35% higher than the national average (compare 93.5 per 100,000 to 60.2 per 100,000) (statecancerprofiles.cancer.gov). Inhalation of contaminants such as VOCs, PAHs, and heavy metals increase the likelihood of respiratory ailments and lung cancer. The Webbing Factory and Bunny Bread Bakery priority sites are possibly contaminated with VOCs, PAHs, and heavy metals such as arsenic, lead, and mercury, contaminants that pose significant health effects if sensitive population were to come in contact. Secondary brownfields such as auto shops and gas stations raise similar concerns. The successful identification of contaminants will contribute to identifying and mitigating causes of elevated cancers and premature deaths, leading to long-term public health improvements.

### **(3) Economically Impoverished Populations**

Heavily dependent on income from the declining industries of textile and coal production, the County has experienced persistent poverty; with more than 20% of the population living in poverty over the past 30 years (ACS). Poverty rates for adults within the County range from 28% to 56% (ACS), which is more than twice the national rate. Financial difficulties have seeped into every aspect of life for Bell County residents, from poor health outcomes and addiction mentioned above, to disputes over school district zoning, and from a lack of living wage employment opportunities to crime statistics and safety concerns. According to Best Places, the County experiences a crime rate 32% higher than the national average. The Coalition hopes to remedy these problems by transforming brownfields into assets to promote an eco-tourism economy.

#### **b. Community Engagement**

##### **i. and ii. Project Partners and Roles**

The Coalition will continually build upon this list to ensure inclusion of all stakeholders, each partner will be included in public involvement opportunities to assist in providing their applicable feedback in making decisions for site selection, cleanup and reuse.

<b>Point of Contact</b>	<b>Organization &amp; Role</b>
Terry and Ann Maciula, Owners (606) 269-1810 tannmaciula@yahoo.com	As owners of the Jaycee Park Theater, the Maciula family has granted the Coalition site access and has committed to updating the community. Additionally, the owners will be included in all public meetings to

<sup>2</sup> <https://www.cdc.gov/nchs/pressroom/states/kentucky/kentucky.htm>



	provide input on upcoming decisions for cleanup activities, schedule, and future reuse.
Justin Helton, Pastor (606) 337-8855 ourfathershouseky@gmail.com	Located less than a mile from the Bunny Bread Bakery, the church of Our Father's House has expressed interest in assisting the community to improve welfare of Pineville. With many existing connections through their congregation, Our Father's House will be able to update the community throughout the redevelopment process. Additionally, the Chamber will be included in all public meetings to provide input on upcoming decisions for cleanup activities, schedule, and future reuse.
Jon Grace, Director (606) 248-2482 jon@bellcountytourism.com	Bell County Tourism (BCT) facilitates visitors planning a trip to Bell County by providing recommendations for recreational activities, lodging, food, and events. BCT will aid in advertising the newly renovated Park Theater by writing an article about the new development on their website. Additionally, BCT will be included in all public meetings to provide input on upcoming decisions for cleanup activities, schedule, and future reuse.
Sherri Clark, Director (606) 248-2224 sherril.clark@kctcs.edu	The Middlesboro Workforce Center will promote local hiring for potential employment opportunities related to the brownfield assessment, cleanup, and redevelopment for all three priority sites. The Center will be included in all public meetings to provide input on upcoming decisions for cleanup activities, schedule, and future reuse.
Sam Coleman, Director (606) 248-0563 samuel.coleman@kctcs.edu	Kentucky Small Business Development Center (KSBDC), funded in part through a cooperative agreement with the U.S. Small Business Administration, has been established for more than 35 years. The Development Center works to grow Kentucky's economy by cultivating existing companies, nurturing new ventures, fostering the creation of jobs, and increasing business profitability. KSBDC has agreed to dedicate its services to the Coalition, with expressed interest in mentoring potential business owners of the Webbing Factory.

The EPA, Kentucky Department of Environmental Protection (KDEP), and the County Health Department are established partners and/or will be involved throughout the grant cycle and following each in their own capacity.

### **iii. Incorporating Community Input**

The residents served by the Coalition are key stakeholders and have been proactively involved in the planning process of previous EPA Brownfield grants and will continue to do so throughout this grant. All communication will be conducted in a variety of mediums to ensure all stakeholders are involved in the planning and implementation of the project. Grant update meetings will take place every other quarter at Middlesboro's Community Center, where elected officials, stakeholders, and residents are accustomed to gathering. These updates will occur after normal working hours to ensure attendance is practical for the community. Comment cards will be collected at meetings to ensure participant feedback is recorded and incorporated. Additional methods of communication include Bell County's external postings and newsletters, press releases with Middlesboro Daily News (online and in print), and community wide websites such as Bell County and MMS. Social media platforms will also be utilized and will include Twitter and Facebook pages for Bell County Tourism, MMS, Middlesboro Daily News, and Main Street Pineville. The Coalition contact information will be included in each form of media for persons unable to attend meetings but who still wish to offer input. A "kickoff" announcement meeting will be held should the Coalition be awarded an Assessment Grant. The kickoff meeting will be utilized to garner additional public input for site selection or reprioritization of the target areas and sites. An established inventory of 81 potential brownfield sites has been selectively assembled by the Coalition by collecting sites through various planning documents developed for the communities it serves. Three priority sites were selected based on each project's potential for sustainable, facilitative redevelopment improvements on negative health and environmental impacts, and the input from the community and developers. Additional sites will continue to be incorporated into the inventory as necessary.

### 3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

#### a. Description of Tasks and Outputs

<b>Task 1: Cooperative Agreement Oversight</b>	
i.	Project Implementation: Cooperative Agreement Oversight will include but is not limited to general grant management, contractor procurement and oversight, ensuring reporting requirements are met, and budget and invoice reconciliation. Other reporting will include EPA Form 5700-52A for Minority and Women Business Entity Utilization and Federal Financial Reports SF-425. These activities will be conducted for both the priority sites and sites within the secondary inventory.
ii.	Anticipated Project Schedule: These activities will take place throughout the grant cycle.
iii.	Task/Activity Lead: Cooperative Agreement Oversight will be conducted by MMS with support from an environmental consultant on an as needed basis.
iv.	Outputs: 1 Work Plan, 1 Community Involvement Plan, 12 Quarterly Reports, 1 Close-Out Report, ACRES Reporting
<b>Task 2: Inventory and Community Outreach</b>	
i.	Project Implementation: An inventory of 81 sites including the three priority sites has already been established, however, MMS and project partners, along with a technical consultant will continue to grow and establish the secondary brownfield inventory. If access issues arise or if funding remains, additional sites may be included. The Coalition, project partners, and the contracted consultants will conduct community outreach and education to inform and solicit input from stakeholders of the findings, and to work with private investment entities (i.e., developers, realtors, banks, etc.). This activity will take place for both the priority sites and secondary inventory sites. Up to 12 meetings will be held throughout the grant cycle. It is also budgeted for key staff members to attend the EPA Regional Kick Off Meeting, as well as an EPA Brownfield conference (e.g. such as the National Brownfield Conference) in order to improve the quality of the program.
ii.	Anticipated Project Schedule: This activity will primarily take place during Quarters 1 – 4; however, additional sites may be added throughout the grant cycle depending on access and available budget.
iii.	Task/Activity Lead: MMS will manage and oversee planning and outreach activities with support from an environmental consultant.
iv.	Outputs: Updated brownfield inventory, conference attendance, public meetings, and associated materials
<b>Task 3: Environmental Site Assessments (ESAs)</b>	
i.	Project Implementation: ESAs for the priority sites include conducting Phase I ESAs and Phase II ESAs within the target area/priority and secondary inventory sites. This cost includes consulting and reporting expenses, printing, and other eligible assessment-related costs. Site assessments will adhere to the All Appropriate Inquiry guidelines, applicable ASTM International Standards and environmental liability will be evaluated as it pertains to the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA). Generic and Site Specific QAPPs will be reviewed by ADEM and the EPA.
ii.	Anticipated Project Schedule: For priority inventory, Phase I ESAs will begin immediately following Draft Work Plan approval by the EPA and will take place primarily within Quarters 1 - 4. Priority inventory Phase II ESAs will take place primarily within Quarters 2 - 4. For secondary inventory, Phase I ESAs will take place primarily within Quarters 4 - 9 and Phase II ESAs will take place primarily within Quarters 5 - 11.
iii.	Task/Activity Lead: Identification of sites for assessment activities will be conducted by MMS. An environmental consultant will be contracted to complete the assessments.
iv.	Outputs – The anticipated outputs under this task are as follows: <ul style="list-style-type: none"> <li>• Priority Sites: <ul style="list-style-type: none"> <li>○ 3 Phase I ESAs (3 Hazardous Substance and 0 Petroleum)</li> <li>○ 3 Phase II ESAs (3 Hazardous Substance and 0 Petroleum)</li> </ul> </li> <li>• Additional Sites, including those in each coalition members' jurisdiction: <ul style="list-style-type: none"> <li>○ 17 Phase I ESAs (7 Hazardous Substance and 10 Petroleum)</li> </ul> </li> </ul>

○ 11 Phase II ESAs (6 Hazardous Substance and 5 Petroleum)

**Task 4: Cleanup Planning and Planning Activities**

- i. Project Implementation: Creation of a cleanup plan for redevelopment as well as implementation strategies for developing and utilizing resources will be completed. A consultant will be hired to complete an Analysis of Brownfield Cleanup Alternatives (ABCAs) for 3 priority sites (3Haz/0Petro). The total estimated budget for this task includes travel to attend meetings with stakeholders related to the actual cleanup or proposed development plans. The budget also allocates approximately 17% of total funds to planning activities. An estimated \$18,000 will go toward conducting an Evaluation of Market Viability Study for the Textile Factory. The Evaluation will identify parties interested in acquiring and redeveloping the site. A Request for Proposals will serve as a competitive process for obtaining acquisition and redevelopment offers. An additional \$15,000 will be allocated toward conducting a Market Study for the Bakery to determine if a restaurant would be an economically good fit for the community.
- ii. Anticipated Project Schedule: ABCAs will be generated in quarters 5 - 8. An evaluation of market viability is expected to begin early in the reuse planning process within Quarter 5 - 10.
- iii. Task/Activity Lead: This work will be overseen by MMS and completed with a brownfield redevelopment team including a qualified environmental consultant and contracted planning firm.
- iv. Outputs: The anticipated outputs under this task are as follows:
  - 3 ABCAs (3 Hazardous Substance and 0 Petroleum)
  - 1 Evaluation of Market Viability Study; 1 Request for Proposals
  - 1 Market Study

**b. Cost Estimates and Outputs**

A list is provided below, which outlines how costs were derived for each task. Allocation of grant funds for both Hazardous Substance and Petroleum is included within the following tables.

Budget Categories		Project Tasks (\$) for Hazardous Substance Sites				
		Task 1: Cooperative Agreement Oversight	Task 2: Inventory and Community Outreach	Task 3: Environmental Site Assessments	Task 4: Cleanup Planning and Planning Activities	TOTAL
<b>Direct Costs</b>	Personnel	\$ 7,000	\$ 6,000		\$ 6,000	\$ 19,000
	Fringe Benefits	\$ 1,000	\$ 1,000		\$ 1,000	\$ 3,000
	Travel		\$ 4,460		\$ 140	\$ 4,600
	Equipment					\$ -
	Supplies		\$ 700		\$ 700	\$ 1,400
	Contractual	\$ 5,000	\$ 5,000	\$ 242,000	\$ 45,000	\$ 297,000
Total Direct Costs		\$ 13,000	\$ 17,160	\$ 242,000	\$ 52,840	\$ 325,000
Indirect Costs						
Total Budget (Direct + Indirect)		\$ 13,000	\$ 17,160	\$ 242,000	\$ 52,840	\$ 325,000

Budget Categories		Project Tasks (\$) for Petroleum Sites				
		Task 1: Cooperative Agreement Oversight	Task 2: Inventory and Community Outreach	Task 3: Environmental Site Assessments	Task 4: Cleanup Planning and Planning Activities	TOTAL
<b>Direct Costs</b>	Personnel	\$ 4,500	\$ 3,000		\$ 3,000	\$ 10,500
	Fringe Benefits	\$ 1,000	\$ 1,000		\$ 1,000	\$ 3,000
	Travel		\$ 2,500		\$ 100	\$ 2,600
	Equipment					\$ -
	Supplies		\$ 700		\$ 700	\$ 1,400
	Contractual	\$ 5,000	\$ 2,500	\$ 150,000	\$ -	\$ 157,500
Total Direct Costs		\$ 10,500	\$ 9,700	\$ 150,000	\$ 4,800	\$ 175,000
Indirect Costs						
Total Budget (Direct + Indirect)		\$ 10,500	\$ 9,700	\$ 150,000	\$ 4,800	\$ 175,000

**Task 1: Cooperative Agreement Oversight**

- Personnel: 230 hours (140Haz/90Petro) at an average rate of \$50/hour = \$11,500
- Fringe Benefits: an estimate of \$2,000 (\$1,000Haz/\$1,000Petro)
- Contractual: 100 hours (50Haz/50Petro) at an average rate of \$100/hour = \$10,000

**Task 2: Inventory and Community Outreach**

- Personnel: 180 hours (120Haz/60Petro) at an average rate of \$50/hour = \$9,000
- Fringe Benefits: an estimate of \$2,000 (\$1,000Haz/\$1,000Petro)
- Travel: Estimating two staff members traveling for three conferences averaging three days each; \$275 per round trip flight, \$235 per hotel room per night and \$60 per day per diem per person (totaling \$6,960). Costs are split for \$4,460 under Hazardous Substance and \$2,500 under Petroleum.
- Supplies: (\$700Haz/\$700Petro) = \$1,400
- Contractual: 75 hours 50Haz/25Petro) at an average rate of \$100/hour = 7,500

**Task 3: Environmental Site Assessments (ESAs)**

- 20 Phase I ESAs: average estimated cost of \$3,500 per ESA = \$70,000
- 14 Phase II ESAs: average estimated cost of \$23,000 per ESA = \$322,000

**Task 4: Site Specific Cleanup Planning and Planning Activities**

- Personnel: 180 hours (120Haz/60Petro) at an average rate of \$50/hour = \$9,000
- Fringe Benefits: an estimate of \$2,000 (\$1,000Haz/\$1,000Petro)
- Travel: Mileage reimbursement estimating approximately 414 (rounded up) miles per ABCA and planning activities, at the current 2019 rate of .58/mile (\$140Haz/\$100Petro) = \$240
- Supplies: (\$700Haz/\$700Petro) = \$1,400
- 3 ABCA: average estimated cost of \$4,000 per ABCA (3Haz/0Petro) = \$12,000
- 1 Evaluation of Market Viability Study = \$18,000
- 1 Market Study = \$ 15,000

**c. Measuring Environmental Results**

Per the requirements of the EPA Assessment Grant, MMS will submit quarterly reports to the EPA Project Officer. These reports will cover work progress and current status, as well as any difficulties that were encountered, a record of financial expenditures, data results and anticipated further action. Project Profile forms will be completed for each assessment site noting specific accomplishments, contaminants found, which materials were impacted, if clean-up activities are required and the progress of said activities, and other resources that have been leveraged to complete the redevelopment of the site. At the end of the three-year grant period, a similar final report will be produced. As required, these projects will be submitted through the EPA's ACRES reporting system. The reports and the Project Profile forms will be a tool for both the EPA and MMS to track and measure the grant's progress in achieving the outputs and eventual outcomes. The ACRES database will also be utilized to track job creation and acres of land assessed as part of this grant.

**4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE**

**a. Programmatic Capability**

**i. Organizational Structure**

Due to previous successes and programmatic capability, Middlesboro Main Street will serve as the lead, administering the assessment grant with the assistance of a selected environment consultant. MMS will involve the City of Middlesboro and Bell County to facilitate property access, community engagement, and review all projects with the potential to utilize assessment funding to ensure that private investment, jobs, and near-term redevelopment will be leveraged. MMS's Executive Director, Emily Ayers will be the project manager for this grant. She is a lifetime resident of Bell County, serving her 2<sup>nd</sup> year at the planning committee. Ayers has an excellent reputation of managing Middlesboro grants and has a firm commitment to completing current improvement projects. Ayers will be assisted by Middlesboro's newly elected Mayor, Rick Nelson. The Middlesboro native has a long history in local politics, including serving as the State Representative for the 87<sup>th</sup> district since 2001. Mr. Nelson has an extensive history of managing state funding, as he has served on numerous financial committees which include Appropriations and Revenue and Budget Review Subcommittee for Kentucky's educational system. He has had major successes in leading Region wide projects, utilizing federal and state funding. Mr. Nelson has a strong understanding of the functional needs of the Coalition and recognizes the potential of the assessment grant.

**ii. Acquiring Additional Resources**

MMS has extensive experience managing grant funds and thus will begin the contractor procurement process immediately following work plan and cooperative agreement approval with the EPA. The desired consultant will be experienced in Brownfield programs including the following services: assisting with Community Brownfield Inventories and Outreach, Phase I and Phase II ESAs, ABCAs, and working with state regulators regarding solid waste and brownfield assessment redevelopment planning and remediation. Additionally, the consultant will be expected to prepare the Generic Quality Assurance Project Plan (GQAPP) within the first 60 days of the grant so that proposed assessments and activities are not delayed. These services will be secured in accordance with the EPA's selection protocol and MMS's purchasing policies. Standard procedure includes a Request for Qualifications be published for response by qualified firms. Firms will be allotted guidelines with a deadline for submissions and all submissions will be available as public record. Following receipt of proposals, each document will be reviewed by the MMS Board of Directors and contractor will be selected.

**b. Past Performance and Accomplishments**

**i. Currently Has or Previously Received an EPA Brownfields Grant**

**(1) Purpose and Accomplishments**

Administered by the City of Middlesboro, the AWP has proven to be extremely successful, providing a clear vision for Middlesboro and the County as a whole while redevelopment efforts moving forward. Grants administered by the MMS are below.

**USEPA Brownfields Cleanup Grant:** Awarded to the MMS in the fall of 2017, Ms. Ayers administered the \$240,000 EPA cleanup grant. The funds have been allocated to abate LBP, ACBM, and mold from a historic hospital located in downtown Middlesboro. All outputs and outcomes will continue to be accurately reported in the ACRES database and the project will finish on time in September of 2020.

**Levitt AMP [Your City] Grant:** MMS has been a repeat winner of \$25,000 from the Levitt Foundation. The funds enable small communities to host talented musicians to participate in a free, live music event. Middlesboro has been chosen a chosen community for five years straight. The program has successfully strengthened downtown Middlesboro by bringing the community together, encouraging tourism, and supporting local retail and food service.

**Recreational Trails Program Grant:** Awarded in 2013, MMS was allocated \$100,000 by the Kentucky Department for Local Government. This assisted with the first phase of constructing a trail that would eventually connect downtown Middlesboro with the Cumberland Gap National Historical Park. The National Park Service joined in the effort through a technical assistance grant from the Recreational Trails Conservation Assistance program.

**(2) Compliance with Grant Requirements**

As shown through MMS's record of no audit findings, benchmark compliance goals on each grant have been met. Required reporting was conducted on time and serves as an integral part of maintaining the grants' timely implementation. Because of successful grant management, MMS will continue to pursue all opportunities that support the community. Additionally, the successful awarding of the EPA Assessment Grant will serve as a catalyst for improving our local economy. Overall, grant work plans, schedules and terms and conditions have been applied in accordance with awarding party requirements.

## **Threshold Criteria**

### **1. Applicant Eligibility:**

The 501(c)(3) non-profit Discover Downtown Middlesboro, doing business as Middlesboro Main Street (MMS) operates within Bell County. MMS will serve as the lead applicant. Please find attached the applicable eligibility documentation.

Bell County, as a coalition partner, is a General Purpose Unit of Local Government as defined under 2 CFR 200.64.

Middlesboro, as a coalition partner, is a General Purpose Unit of Local Government as defined under 2 CFR 200.64.

Coalition partner letters are also attached.

### **2. Community Involvement:**

Bell County residents are key stakeholders and have been proactively involved in the planning process of this grant and redevelopment concepts for each target site. All communication will be conducted in a variety of mediums to ensure all stakeholders are involved in the planning and implementation of the project. Grant update meetings will be held quarterly, at Middlesboro Community Center. These updates will occur after normal working hours to ensure attendance is practical for the community. Comment cards will be collected at meetings to ensure participant feedback is recorded and incorporated. Additional communication regarding grant updates and opportunities will be conducted in a variety of ways including press releases with Middlesboro Daily News (online and in print), and community wide websites such as Bell County and MMS. Social media platforms will also be utilized and will include Twitter and Facebook pages for Bell County Tourism, MMS, Middlesboro Daily News, and Main Street Pineville. The Coalition contact information will be included in each form of media for persons unable to attend meetings but who still wish to offer input.

A “kickoff” announcement meeting will be held should the Commission be awarded an Assessment Grant. The kickoff meeting will be utilized to garner additional public input for site selection or reprioritization of the target areas and sites. An established inventory of 81 potential brownfield sites has been selectively assembled by the Commission by collecting sites through various planning documents created by the communities it serves. Three priority sites were selected based on each project’s potential for sustainable, facilitative redevelopment, improvements on negative health and environmental impacts, and the input from the community and developers. Additional sites will continue to be incorporated into the inventory as necessary.

### **3. Expenditure of Assessment Grant Funds:**

Middlesboro Main Street does not have an active EPA Brownfields Assessment Grant.



## Application for Federal Assistance SF-424

\* 1. Type of Submission:

- ☐ Preapplication  
☒ Application  
☐ Changed/Corrected Application

\* 2. Type of Application:

- ☒ New  
☐ Continuation  
☐ Revision

\* If Revision, select appropriate letter(s):

\* Other (Specify):

\* 3. Date Received:

12/03/2019

4. Applicant Identifier:

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

State Use Only:

6. Date Received by State:

7. State Application Identifier:

8. APPLICANT INFORMATION:

\* a. Legal Name:

Discover Downtown Middlesboro dba Middlesboro Main Street

\* b. Employer/Taxpayer Identification Number (EIN/TIN):

11-3793431

\* c. Organizational DUNS:

0710225030000

d. Address:

\* Street1:

2215 Cumberland Ave

Street2:

\* City:

Middlesboro

County/Parish:

\* State:

KY: Kentucky

Province:

\* Country:

USA: UNITED STATES

\* Zip / Postal Code:

40965-2832

e. Organizational Unit:

Department Name:

Division Name:

f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

\* First Name:

Emily

Middle Name:

\* Last Name:

Ayers

Suffix:

Title:

Executive Director

Organizational Affiliation:

\* Telephone Number:

606-269-8775

Fax Number:

\* Email:

downtownmiddlesboro@gmail.com

## Application for Federal Assistance SF-424

### \* 9. Type of Applicant 1: Select Applicant Type:

M: Nonprofit with 501C3 IRS Status (Other than Institution of Higher Education)

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

\* Other (specify):

### \* 10. Name of Federal Agency:

Environmental Protection Agency

### 11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

### \* 12. Funding Opportunity Number:

EPA-OLEM-OBLR-19-05

\* Title:

FY20 GUIDELINES FOR BROWNFIELD ASSESSMENT GRANTS

### 13. Competition Identification Number:

Title:

### 14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment

Delete Attachment

View Attachment

### \* 15. Descriptive Title of Applicant's Project:

Coalition Assessment Grant for Bell County Kentucky

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

**Application for Federal Assistance SF-424****16. Congressional Districts Of:**\* a. Applicant \* b. Program/Project 

Attach an additional list of Program/Project Congressional Districts if needed.

Add Attachment

Delete Attachment

View Attachment

**17. Proposed Project:**\* a. Start Date: \* b. End Date: **18. Estimated Funding (\$):**

* a. Federal	<input type="text" value="300,000.00"/>
* b. Applicant	<input type="text" value="0.00"/>
* c. State	<input type="text" value="0.00"/>
* d. Local	<input type="text" value="0.00"/>
* e. Other	<input type="text" value="0.00"/>
* f. Program Income	<input type="text" value="0.00"/>
* g. TOTAL	<input type="text" value="300,000.00"/>

**\* 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**

- ☐ a. This application was made available to the State under the Executive Order 12372 Process for review on .
- ☐ b. Program is subject to E.O. 12372 but has not been selected by the State for review.
- ☒ c. Program is not covered by E.O. 12372.

**\* 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes ☒ No

If "Yes", provide explanation and attach

Add Attachment

Delete Attachment

View Attachment

**21. \*By signing this application, I certify (1) to the statements contained in the list of certifications\*\* and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances\*\* and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ \*\* I AGREE

\*\* The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

**Authorized Representative:**

Prefix:  \* First Name:

Middle Name:

\* Last Name:

Suffix:

\* Title: \* Telephone Number:  Fax Number: \* Email: \* Signature of Authorized Representative:  \* Date Signed: